

Dynamics of Implementation of Ppkm Level 4 Policy For Prevention of Covid-19 Transmission in Padang City

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ABSTRACT: This paper discusses the dynamics of implementing the Emergency Community Activity Restriction (PPKM) policy in dealing with the COVID-19 pandemic in the city of Padang, which has been taking place effectively since last July 2021. Several problems arise lack of available resources, weak supervision, and coordination mechanisms that have not been running optimally. However, the implementation of the PPKM policy in Indonesia, including in the city of Padang, has succeeded in reducing the prevalence of Covid 19 virus transmission with all the dynamics it faces. This paper is designed with a qualitative approach, namely by using an analysis of secondary data originating from both print and electronic media as well as a critique of various regulations related to the implementation of PPKM policies both at the national level and at the regional level, especially the City of Padang. The analysis was carried out using the concept of policy implementation as an analytical knife in dissecting the data presented in this paper.

Keywords: covid19, policy, Indonesia

1. INTRODUCTION

Different countries have taken various measures to monitor the spread of covid-19, but few countries have managed to monitor the spread of the virus (Kumar and Prakash 2017) [1]. In the middle of 2021, especially around July to September 2021, Indonesia experienced a very high wave of transmission of the Covid 19 outbreak due to the entry of the delta variant, which previously hit other countries such as India. As a result of the inclusion of the delta variant, the number of confirmed positive people is increasing, even reaching 600 patients per day. They were coupled with the availability of inpatient beds (Bed Occupancy Ratio / BOR) in Padang City, which is very low so that Covid-19 patients with severe and critical symptoms are not handled properly. The number of medical personnel available was also not proportional to the needs, and medical equipment was also not optimally available.

The Policy for Enforcement of Community Activity Restrictions (PPKM) in the City of Padang has been going on for the past few months, especially since July 2021, when the transmission rate of the COVID-19 outbreak was very high due to the emergence of the Delta variant. Through the Instruction of the Minister of Home Affairs (Inmendagri), the Central Government PPKM is a regulatory instrument used in dealing with the

Covid 19 Outbreak. The PPKM Minister of Home Affairs policy continues to be extended until this writing is drafted (November 2021). In several statements by several government officials, the Central Government has also confirmed that the PPKM Policy will continue to be implemented as long as there are still transmissions of Covid 19 in Indonesia. As the statement conveyed by the Coordinating Minister for Maritime Affairs and Investment as one of the Persons Responsible for the Control of the Covid 19 Pandemic in Indonesia, "Although the national number of positive cases of COVID-19 has decreased, the government will continue to implement PPKM throughout Indonesia until the transmission of Covid-19 is completely under control." (Press Release No. SP-572/HUM/ROKOM/SET.MARVES/IX/2021 - Maritim.go.id).

In the Minister of Home Affairs, which is the basis for implementing PPKM throughout Indonesia, including the City of Padang, various criteria for determining the level of transmission of the COVID-19 virus are explained and what policies must be carried out in dealing with the virus in each region according to their respective classes. As stated by (Coughlin et al. 2021) [2], the policy implementation approach in many countries focuses on the actual trend of daily new cases in each region. In Indonesia, too, the COVID-19 control policy varies widely between regions and

between times depending on which level the region/region is based on the calculation of the group that has been set by the Government and refers to the standards set by WHO.

Likewise, in the city of Padang, as one of the cities outside Java - Bali, including an area with a relatively high level of Covid 19 transmission, it was given level 4 for several weeks since July 2021. As a result, the policy of limiting community activities and activities is quite strict implemented in the city of Padang. As a guide for implementation in the field, in early July, the Padang City Government issued a Circular (SE) of the Mayor of Padang, which regulates the Implementation of PPKM Level 4 in the City of Padang. The SE above holds several things, the most basic of which are:

1. Implementation of Teaching and Learning Activities that can only be done online.
2. The implementation of activities in the office is a maximum of 25 percent work from the office (WFO) and 75 percent work from home (WFH) with the implementation of strict health protocols. Meanwhile, the essential sector can operate 100 percent by implementing strict health protocols.
3. Implementation of eating and drinking activities in restaurants/restaurants/cafes and similar places may only have a maximum capacity of 25 percent with operating hours until 21.00 WIB and take away services are prioritized. Everyone must implement strict health protocols.
4. Implementation of Shopping/Trade Centers activities is limited to operating hours until 21.00 WIB with a maximum capacity of 50 percent. The same applies to street vendors. Activities at these locations must implement strict health protocols. Meanwhile, traditional markets are only allowed to open until 18.00 WIB, with a limit of 50 percent of visitors.
5. Implementation of religious activities in places of worship by implementing strict health protocols.
6. Activities in public areas are temporarily closed, like arts, culture, and social activities.
7. The implementation of the wedding reception is attended by at most 30 people, and there is no dish on the spot.
8. Meetings, seminars, and offline meetings are temporarily closed.
9. Public transportation is also allowed to operate with a maximum passenger capacity of 70 percent. The use of public transportation can work by managing capacity, operating hours, and implementing health protocols more strictly.
10. Violators of this SE will be subject to sanctions following Regional Regulation Number 1 of 2021 concerning the Adaptation of New Habits.

In the SE, the Mayor of Padang related to

the handling of the Covid 19 pandemic; in practice, it also changed further according to the Ministry of Home Affairs, which also changed every 1-2 weeks depending on the results of the assessment carried out per region/region. The result is a level determination, either fixed or changing, increasing or decreasing the level based on achievements against the indicators set by WHO.

Of all the provisions written on the policy in the form of the Padang Mayor's SE, of course, it requires hard work in implementing it because there are so many problems faced. From the results of the initial analysis of some data from available documents, articles, news, the problems faced in implementing the PPKM policy in July to September 2021 in Padang City are: First, the lack of policy supporting resources such as budget, human resources, equipment, and others. Second, the supervision in the field has not been optimal for the limitation of community activities as stated in the substance of the policy. Third, the weak coordination between each policy implementer, both at the local government level and at the central government level (vertical agencies). Fourth, from the external side of the Government, namely the low level of public compliance with regulations issued by policymakers in dealing with the Covid 19 outbreak.

Conceptually, the implementation of this policy can be analyzed from several expert opinions, as conveyed by (George Edward III 1980) [4] that. The success of policy implementation can be seen from several elements, namely: communication, resources, bureaucratic or implementer attitudes, and organizational structure. Meanwhile (Merilee S. Grindle 2017) [5] and (Edward S. Quade 1984) [7] convey that there are three variables that determine the success of policy implementation, namely: policy variables, organization, and policy environment. Other experts also conveyed several elements needed to support the success of policy implementation as stated by (Rendal B. Ripley and Grace A. Franklin 1986) [7], namely: The level of bureaucratic compliance, smooth routines as well as implementation, and the desired benefits of all programs are achieved/targeted.

Furthermore, according to (Henry et al. 2021) [3] in his article on the Covid 19 service policy in the United States, in analyzing a policy, the main framework is needed, namely:

1. Policy development based on feedback from policy targets
2. Policy adoption, related to the basis for taking a policy
3. Implementation of policies carried out with high commitment and sincerity
4. Maintenance of policies aimed at ensuring the implementation of these policies.

As a policy, the regulation on PPKM as outlined in the form of the Home Affairs Ministry, which has been running in volumes in 2021, becomes an interesting study if it is analyzed using the concept of implementing public policy. Based on the concepts above, this paper is intended to analyze the implementation of the PPKM policy for the Prevention of Transmission of the Covid 19 Outbreak in the City of Padang by looking at the factual conditions that exist and in combination with several Covid 19 outbreak control policies set by the Government both at the central and regional levels.

1. METHOD

This paper is designed using a qualitative approach using data collection techniques with observation and secondary data sources available in regulatory/policy documents, articles, and relevant news. In these findings, an analysis based on the concept of policy implementation was carried out to get an overview of the implementation of the Level 4 PPKM policy in preventing the transmission of the Covid 19 pandemic in the city of Padang.

2. RESULT AND DISCUSSION

The handling of the Covid 19 outbreak carried out by both the Central and Regional Governments, especially in the City of Padang, gave rise to dynamics in its implementation. In the middle of 2021, especially in July - September 2021, there was a spike in Covid 19 cases in Indonesia due to the delta variant. To anticipate this, the Government has established a PPKM policy as an effort to overcome the COVID-19 outbreak based on the results of the assessment level in each region.

In the city of Padang, the PPKM level 4 policy was enforced for approximately two months, considering the high transmission rate of covid 19 coupled with low vaccination coverage. According to data from the Padang City Government, as of September 23, 2021, around 255,000 Padang City residents have been vaccinated. That number is still 35 percent of the 726,000 people targeted for injection of the Covid-19 vaccine. With these indicators, Padang City has been in PPKM Level 4 for a long time based on the results of the assessment, which can be interpreted that the restrictions being quite strict.

In terms of the implementation of the PPKM Level 4 policy as mandated by the Ministry of Home Affairs from July to September 2021 and followed up with the SE Mayor of Padang in the same period, it can be explained that the restrictions on community activities carried out in the City of Padang are seen in the following explanation per field:

1. Limitation of Learning Activities

In accordance with the Dictum contained in the PPKM regulation both at the Imendagri and SE Mayor of Padang, the learning process is carried out online/remotely. At all school levels, early, elementary, secondary, and tertiary education are prohibited from conducting face-to-face lectures directly at schools/campuses. Compliance with this activity is monitored by the local Covid Task Force in collaboration with the Padang City Education Office. In practice, the implementation of this limitation of learning activities is generally complied with by almost all schools at every level of education.

However, the problem encountered was the lack of supervisory activities carried out by the relevant agencies to ensure that all schools did not conduct face-to-face learning directly. There has been no open report on the results of monitoring in schools in the city of Padang regarding the application of restrictions on learning activities, so it is difficult to assess the success of this policy in the education sector.

2. Restrictions on activities in the office

Based on the Minister of Home Affairs and the Mayor of Padang regarding PPKM Level 4, office activities that are allowed to be carried out are in the critical and essential sectors while still adhering to strict health protocols. Meanwhile, other non-essential and critical sectors can only be implemented with a work from home (WFH) mechanism. In practice, the implementation of this policy is difficult due to the lack of supervisory activities and the absence of sanctions given to violators. Because there are so many office locations in Padang City, of course, it requires quite a lot of resources and makes it difficult for policy implementers to enforce regulations.

3. Restrictions on Activities in Cafes/Restaurants/Restaurants.

From the Dictum of the Imendagri and SE of the Mayor of Padang regarding restrictions on activities in Cafes, Restaurants, Restaurants, in the PPKM Level 4 policy in the City of Padang, it was explained that operations were allowed until 21.00 WIB with a maximum capacity of 50 percent but by implementing strict health protocols. Furthermore, the service is prioritized for taking away (pick up and drop off) to reduce the potential for crowds.

In practice, the policy implementation process in this activity, the supervision carried out, is quite running, although not optimal. Officers inspected cafes, restaurants, and restaurants several times and occasionally gave sanctions to violators. However, the same problem is still found, namely the difficulty of carrying out supervision with so many location points and in the midst of the lack

of human resources and operational budgets for employees who are assigned the task.

4. Restrictions on Mall and Shopping Center operational activities.

Based on PPKM Level 4 regulations, operational activities at malls and shopping centers in Padang City are limited to 50 percent capacity with operational time until 21.00 WIB. And these activities must strictly adhere to Health protocols. The facts found are that the efforts to supervise Health protocols in large malls/shopping centers are quite good, but small to medium-sized shopping centers face many obstacles in implementing these regulations, especially in the aspect of human resources who carry out efforts to control the implementation of the Health protocol. Likewise, what happened to the implementation of policies in traditional markets where restrictions on public access to markets were difficult to monitor because of the many entries and exit points of the market. Compliance with health protocols is also still minimal because the level of public awareness is still low, in addition to many facilities and spaces in the market that do not meet proper hygiene and health standards.

5. Restrictions on religious activities in houses of worship.

The implementation of religious activities and activities in houses of worship during PPKM Level 4 in Padang City is permissible but with capacity limitations and the application of strict health protocols. The administrators of houses of worship must understand preventing the spread of covid 19 and apply health protocols, such as checking body temperature, requiring them to bring their own worship tools, and avoiding crowds. In practice, it is difficult to control the policy of restricting places of worship due to the limited number of officers. What is commonly done by policy implementers in the city of Padang is more about educating the public to better comply with health protocols, including in places of worship.

6. Restrictions on social, artistic, cultural, sports and community activities in the public sphere.

Restrictions on activities and activities carried out in public areas, both in the social, artistic, cultural, and sports as well as community fields, are intended to anticipate the potential for crowds to occur. The implementation of the PPKM Level 4 policy in the City of Padang, in this limitation, is mostly carried out in the city center, but in the suburbs, the potential for violations is quite high due to the difficulty of monitoring in the midst of a lack of budget and human resources and available equipment. Coupled with the large area of Padang City, it becomes a difficult challenge for policy

implementers.

7. Restrictions on wedding reception activities.

In the Emergency PPKM policy, the implementation of wedding reception activities in Padang City is carried out by limiting the number of guests to a maximum of 30 people and serving food to guests is not allowed. In fact, the implementation of this restriction is difficult to supervise and its effectiveness is doubtful because of the vast area of Padang City and quite a number of people who hold wedding receptions during that period.

8. Restrictions on the implementation of meetings, seminars, and offline meetings.

The Government limits the implementation of meetings, seminars, and offline meetings during PPKM Level 4 in Padang City. This policy applies to all sectors so that the implementation of these activities is transferred online. Facts that occurred based on the author's observations, meeting activities, seminars, and meetings at hotel-meeting halls are sufficient to comply with this regulation, but similar activities in office areas are difficult to monitor because there are many and spread throughout the city.

9. Restrictions on transportation operations with a maximum passenger capacity of 70 percent.

Public transport operations during the PPKM level 4 period in Padang City were carried out with more stringent regulation of capacity, operating hours, and implementation of health protocols. Based on the results of observations, this regulation is quite complied with by service providers and the people who use these transportation services. However, the supervision carried out is still quite difficult to carry out due to limited human resources and equipment from the relevant agencies/local Covid19 Task Force.

Based on the explanation in the subsection of the results above, it can be analyzed that the PPKM Level 4 policy in the Prevention of Covid 19 Transmission in the City of Padang, especially in the period July - September 2021, has not been implemented properly, especially in the aspect of the availability of human resources, equipment, budget, and others as stated by (George Edward III 1980) [4] that the success of policy implementation requires sufficient resources, in addition to elements of communication, the attitude of implementing policies and organizational structure.

Furthermore, from the element of communication with other stakeholders, both external and internal, the Government is also needed to ensure that policies can be implemented

properly. Communication with the external Government is with the community and the business world as one of the targets for restrictions in PPKM Level 4 in Padang City. Meanwhile, communication with the internal Government is communication between institutions that are members of the Padang City Covid 19 Task Force. This external and internal communication must be managed properly and with the principles of mutual synergy and openness.

Meanwhile, from the attitude of the implementer, the most important thing is the consistency and commitment of the implementer to ensure that PPKM Level 4 regulations run well in the City of Padang. Based on the results of the author's analysis, the attitude of the implementer is not infrequently related to the availability of resources in implementing the policy. For example, in conscientiousness in carrying out supervision of the restrictions set, but in practice, it is difficult to do because the budget, human resources, and equipment are minimal, while the scope of supervision activities is quite broad.

And the bureaucratic structure, as stated by (George Edward III 1980) [4] above, becomes one of the important elements in ensuring the achievement of policy objectives. In the PPKM Policy Level 4 in Padang City, organizationally, the Padang City Government has established a Covid 19 Task Force at the regional level as the leading sector to ensure that policies for controlling and overcoming the pandemic run optimally. This organization consists of elements of local Government, vertical/central government agencies, medical personnel, academics, community groups/volunteers. If the division of tasks and functions is carried out carefully and supported by instruments of authority and budget as well as adequate human resources both in quality and quantity, then the implementation of the Level 4 PPKM policy should run optimally.

3. CONCLUSION

Based on the results and discussion above, it can be concluded that the implementation of the PPKM Level 4 policy in preventing the transmission of the Covid 19 pandemic in the City of Padang seen from the indicators of the success of policy implementation as presented by (George Edward III 1980) has not run optimally. Judging from the elements of resources, communication, the attitude of implementers, and bureaucratic structure are important points to support the successful implementation of public policies.

For this reason, it is recommended for policy implementers, in the case of the Padang City Covid 19 Task Force and all relevant stakeholders, to ensure the availability of adequate resources (HR, budget, equipment, etc.), good communication externally and internally, and a

consistent attitude. And the high commitment from implementers and a clear bureaucratic structure for the division of tasks, functions, and authorities

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